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# Supported Housing for LCC Tenants

Decision to be taken by:

**Housing Scrutiny Commission: 22 April 2025**

**Assistant Mayor for Housing: Cllr Cutkelvin**

**Lead Director: Chris Burgin**

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**For internal use only during drafting stage only  
Delete from the final report.**

If this is a key decision has it appeared on the published forward plan	
Anticipated date for decision (if required)	
Date of relevant scrutiny commission – please detail name of commission(s)	
Date of paperwork entering public domain (note: if considered by scrutiny, this will be the scrutiny agenda publication date)	
Media considerations: Is a press release required? Will this be proactive or reactive?	
Please include details of other relevant meetings/briefings as part of decision/consultation process: This should include details of discussions with relevant stakeholders and/or ward councillors.	

## **Useful information**

- Ward(s) affected: All
- Report author: Angelita Dyer
- Author contact details: Angelita.dyer@leicester.gov.uk
- Report version number: V1

### **1. Summary**

- 1.1 The provision of supported housing is a vital service for vulnerable people and is critical in the role of supporting people who cannot live independently. Having appropriate housing is crucial in the work of preventative services and necessary to those who require support to live in a settled and secure environment.
- 1.2 This report seeks to look at the current and projected need for supported housing within Leicester for LCC tenants with substance, alcohol dependencies and/or mental health needs, including current and viable options in the future to acquire accommodation suitable for the identified need and demand.
- 1.3 This report also looks at the legislation introduced by central government to regulate Supported Housing with the enactment of the Support Housing (Regulatory Oversight) Act 2023 and the requirement of local authorities to tackle issues around the quality of accommodation, care and support provided in supported exempt accommodation.

### **2. Recommended actions/decision**

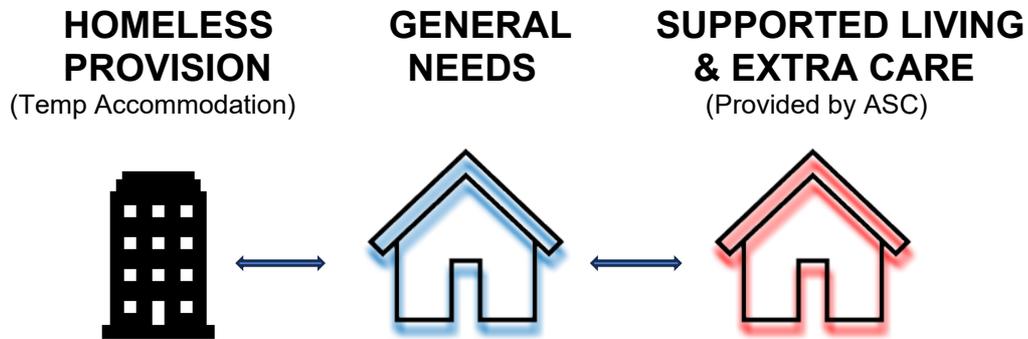
- 2.1 To support the recommendation of the repurposing of suitable or vacant LCC buildings which are fit for the purpose for supported housing.
- 2.2 To support looking at options for procurement of properties to provide supported housing within Leicester to meet the current and future demand where needed.
- 2.3 To support the recommendation for the proposed mixed model of floating support and accommodation-based support including support provided by external agencies.
- 2.4 To note the enactment of the Supported Housing (Regulatory Oversight) Act 2023 and what its introduction will mean for Leicester City Council.

### **3. Background and options with supporting evidence**

- 3.1 Supported Housing for adults with substance use was previously provided by Leicester City Council with accommodation being available at Evesham House and Heathfield House.
- 3.2 **Evesham House** - Evesham House provided temporary accommodation-based support for individuals with substance use (alcohol dependency). The use of this accommodation changed in 2014, to provide supported living to people receiving ASC support.
- 3.3 **Heathfield House** – Heathfield House provided short term supported housing for adults’ recovering from substance misuse (drug/alcohol dependency). Heathfield House was owned and operated by Midland Heart and comprised 24 self-contained units. Heathfield House is now run by Nottingham Community Housing Association. It is a supported housing project for homeless adults aged 25+ who have low to medium support needs and can live independently. Referrals to Heathfield House can only be made via Housing Options.
- 3.4 Currently for there are very limited options for LCC tenants who require supported housing. We have many tenants who cannot successfully manage a LCC tenancy due to a variety of factors which include, but are not limited to substance use, mental health illness, domestic abuse, and prison leavers or a combination of all these circumstances. This in turn is placing additional pressure on services with these tenants repeatedly failing tenancies due to rent arrears, anti-social behaviour, or abandoned tenancies.
- 3.5 Additional pressure is also being felt within the Homelessness service due to those who fall into the bracket of homelessness and requiring supported housing being placed into temporary accommodation. The limited supply of Council specialist supported housing within Leicester for those individuals who cannot cope independently in social or private sector housing is creating greater pressure on budgetary demands due to the length of time within which individuals need to be provided accommodation as part of the statutory duty which Leicester City Council holds under the Housing Act 1996.

## Current Leicester City Council Supported Housing Provision

3.6 Currently in Leicester there are the following council funded housing options for residents:



3.7 **Supported Living and Extra Care** - Extra care is a type of independent living where individuals live in self-contained apartments with support staff available when required by the individual. These staff may be present on-site or be off-site. This type of housing is typically for those over the age of 55 and is commissioned by Adult Social Care. Supported living is classed as specified accommodation in the Care Act 2014. There are a range of accommodation options for people who are working with Adult Social care. This accommodation provision will suit a range of residents including those who have a learning disability, mental health related needs, older people, and vulnerable young people.

3.8 **Homeless Provision** – Currently residents who are owed a housing duty by Leicester City Council are placed in temporary accommodation which includes hotels, B&B's, and hostels. Some residents who find themselves not eligible for the Housing Register, or who have abandoned their tenancies due to substance misuse, anti-social behaviour or cuckooing may find that they are placed in temporary accommodation for a considerable time as they may not fit the eligibility criteria for any of the housing provision which are shown above.

3.9 **General Needs Housing** – Leicester City Council have a choice-based lettings, called Leicester Home Choice, giving access to homes via the council or housing association partners who advertise available affordable housing to let. Eligible residents on the Housing Register for Leicester can bid for these general need's properties, however some individuals may find that they are not eligible to join the Housing Register for a few reasons, including those who are excluded due to anti-social behaviour.

3.10 The lack of supported housing for individuals who are living with multiple disadvantages including substance misuse is having an impact on suitability of accommodation which can be provided. Tenants of Leicester City Council who need support in their tenancies can be provided floating support to assist, however in some cases some tenants still struggle to maintain their tenancies, managing their rent or avoiding issues around anti-social behaviour. Many of the housing options available do not include options for those individuals who struggle with substance use, alcohol dependency often combined with poor mental health, and therefore the gap for this type of housing provision still exists.

- 3.11 **Supporting Tenants and Residents (STAR)** service was developed 25 years ago to provide housing related floating support to the most vulnerable tenants within Leicester City Council. The service works alongside Tenancy Management helping vulnerable residents who are at risk of losing their home. This form of support includes help with income maximisation, help with utilities, assisting with applications for funding to furnish their homes, and assistance with referrals for mental health and substance misuse and generally help with anything that will help the tenant sustain their tenancy. This engagement has been a vital, as in the last year over 900 households have been helped to remain in their home, reduce rent arrears and engage with services which they would not have done previously. We often receive compliments from service users, highlighting the support they have received as life changing.
- 3.12 An offshoot of the STAR service was created in 2023 following the successful bid for funding from the Department of Health via the Supplementary Substance Misuse Treatment and Recovery Housing Support Grant 2022/23 as part of the National Drug Strategy. **Help Beyond Housing** was developed to support the most vulnerable and high risk/high need residents who were having difficulty maintaining their tenancy and were living with drug or alcohol dependence. These residents are either in treatment and engaging with drug and alcohol services or are not currently engaging and are in need for referrals to substance use services. This service has supported over 80 tenants over the last year and has significantly reduced tenants rough sleeping on the streets of Leicester.
- 3.13 **Unregulated Supported Housing** - There is currently a large amount of unmapped and unregulated supported housing provision within Leicester and there is currently no referral process which can be used for current tenants of LCC who would benefit from the provision. The referral process into other providers of supported housing is an action that has been identified as a matter of importance as well as the regulation of supported housing in Leicester, which has now been highlighted by the Government for all local authorities with the implementation of The Supported Housing (Regulatory Oversight) Act 2023.

#### The Supported Housing (Regulatory Oversight) Act 2023

- 3.14 The Supported Housing (Regulatory Oversight) Act 2023<sup>1</sup> became law on 29 August 2023 following a Private Members' Bill proposed by Bob Blackman MP. The aim of the Act is to tackle issues around the quality of the accommodation, care and support being provided in supported exempt accommodation. Prior to the Act being enacted there was no legislation in place regulating supported housing and the standard of support provided to residents, or giving enforcement powers to local authorities to tackle the issues which were being raised in relation to the quality of service provided. It had been identified that some providers were seen to place profits over the actual provision of care and support.
- 3.15 Supported housing is characterised as accommodation which provides residents with care, supervision, or support. It is usually managed by a local authority, housing association, charity, or voluntary organisation. Examples of supported housing include group homes, hostels, refuges, supported living complexes and sheltered housing.

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<sup>1</sup> [Supported Housing \(Regulatory Oversight\) Act 2023 \(legislation.gov.uk\)](https://www.legislation.gov.uk)

3.16 Supported exempt accommodation (SEA) is housing where vulnerable adults are supported to live independently and includes the following:

- Care leavers.
- Survivors of domestic abuse
- People with substance dependencies
- People with mental health illness
- Refugees
- People recently released from prison.

3.17 Supported housing which meets the definition of being SEA are exempt from the usual caps on housing benefit levels, meaning that residents can receive a higher amount of housing benefit than usual. This additional housing benefit usually assists with the costs of providing care and support.

3.18 The Act will:

- Require local authorities in England to review supported housing in their areas and develop strategies.
- Provide for the creation of a national expert advisory panel to advise on matters related to supported housing.
- Give the Secretary of State power to introduce national support standards.
- Give local authorities power to create local licensing schemes for exempt accommodation, and
- Give the Secretary of State an option to introduce a new planning Use-Class for exempt accommodation.

## **4. Detailed report**

4.1 One of the key priorities within the Housing Division Service Plan for 2024/2025 was the development of a support housing option for tenants. The development for this has begun with a new service being created, Help Beyond Housing.

### Impact on Tenancy Management

4.2. Leicester City Council's Tenancy Management team have been having a high tenancy sustainment rate. This is currently at 95% and along with the support of the STAR floating support service and Help Beyond Housings floating support service the work to engage with tenants and provide the support needed to enable such a sustainment level continues. STAR have supported approximately 900 households within the last year in various ways to engage and maintain tenancy sustainability.

4.3 However some Council tenants who receive assistance via housing related support services still fail in their tenancies and are being given management moves to maintain the duty of care to the tenant, but to also resolve situations relating to the health and wellbeing of the tenant, impact on other households, and the wider community due to the increase in anti-social behaviour. Subsequently this can lead to one resident having more than one management move due to them not having the necessary skills and support to understand how to manage their tenancy and due to

the complexity of their substance use/mental health illness they may present with chaotic and entrenched lifestyles, will affect their engagement with housing and other services to resolve their housing related issues. In the last year (2023/24) it was identified that there were 11 single households who had failed **successive** tenancies and would benefit from housing with in-house support due to their risks/needs. In the most extreme circumstances failure to provide support can lead to the death of the individual, due to not being able to access the support and care needed. The resource required to manage these chaotic tenancies and the impact on other residents is significant and leads to numerous complaints, enquires and crime and disorder issues on estates. There are also significant impacts in relation to costs for temporary accommodation, moving households, repair costs and compensation awards.

## Substance Misuse

4.4 The Leicester Drug and Alcohol Needs Assessment has shown that in 2021-22 18.1% of adults who were at the beginning of their drug treatment journey had a housing problem. This is significantly larger than in England which was 13.5%. Of those individuals who were No Fixed Abode at the start of their treatment journey 14.8% had an urgent housing problem compared to 7.5% in England. The need to have supported housing for individuals who fall into this category to be able to access housing is acute. This information is shown in the table below.

*Table 20: Accommodation need at the start of treatment journey for adults starting drug misuse treatment in 2021-22 in Leicester and England*

	Leicester		England	
	Count	%	Count	%
NFA - urgent housing problem	107	14.8%	5616	7.5%
Housing problem	131	18.1%	10123	13.5%
No housing problem or other/not answered	485	67.1%	59276	79.0%
Total	723	100.0%	75015	100.0%

	Significantly lower than national
	Significantly higher than national
	No significant difference to national

*Table taken from Drug and Alcohol Needs Assessment in Leicester City 2022*

## Homelessness Pathway

4.5 The trend across England relating to homelessness shows that the number of households needing assistance from local authorities, who are experiencing homelessness is increasing year on year. The Ministry of Housing Communities and Local Government data<sup>i</sup> covering statutory homelessness for Leicester (Jan-March 2024) shows that the following households were owed a duty under homelessness:

- 403 households in Leicester with one of more support needs
- 20 households with drug dependency needs
- 31 households with alcohol dependency needs
- 32 households with repeated history of homelessness

4.6 The table below provided by the Homelessness pathways shows data relating unique\* rough sleepers who were discovered by the Outreach team over the past 12 months:

Month	Unique Rough sleepers discovered by the Outreach team this month
Jun-24	96
May-24	86
Apr-24	126
Mar-24	98
Feb-24	94
Jan-24	102
Dec-23	73
Nov-23	94
Oct-23	120
Sep-23	113
Aug-23	116
Jul-23	82

*Graph relating to Homelessness Pathway with data incorporated from Jul 2023 – Jun 2024*  
*\* a unique rough sleeper is a term used so that individuals are not counted more than once*

#### Leicester's Homelessness Strategy 2023-2028

4.7 The Homelessness Strategy for Leicester<sup>2</sup> has indicated that the number of households approaching for assistance has increased year on year. It shows that around half of singles presenting to homelessness services have support needs, and of those a quarter have mental health support needs and over 20% have complex support needs (2 or more issues). The strategy also notes that due to limited affordable housing options available to households' pressure will be increased on homelessness services not just because of additional households requiring support, but those in temporary accommodation do not have anywhere affordable to move-on to.

#### Leicester Supported Living and Extra Care Housing Strategy 2021-2031

4.8 The Supported Living and Extra Care Housing Strategy 2021-2031<sup>3</sup> has outlined the plan of Leicester Social Services to develop supported living and extra care services for the next 10 years. The strategy shows that the demand for supported living and extra care will increase. A forecast shows that within the next 7 years 396 additional spaces will be needed to meet the need for those in the categories of:

- Young people provision (16-25 years old)
- Replacement of sub-standard existing provision for statutory care and sheltered housing
- Respite provision.
- New provision to delay entry into statutory care.
- New provision for statutory cases

<sup>2</sup> [Leicester's homelessness strategy 2023-2028](#)

<sup>3</sup> [Supported Living and Extra Care Housing Strategy 2021-2031 \(leicester.gov.uk\)](#)

➤ Adult provision

Identified need for supported housing using current data from Housing and Homelessness Services

4.9 The current data provided from Tenancy Management cases and the Homelessness Pathway shows that there are currently approximately 36 single households who would benefit from supported housing to meet their needs. In addition to this there are approximately 35 households currently being supported by the STAR team who would also benefit from supported housing. These households are those identified as the highest risk with the potential to need permanent supported housing due to the complexity of their substance use and/or mental health condition.

4.10 The need for supported housing is such that no one option of supported housing will fit every circumstance. Each project will be nuanced ranging from the lowest need Trainer Accommodation to the highest need accommodation which will also provide 24-hour support.

Proposed Two Year Plan for Supported Housing in Leicester

4.11 The current proposal for the provision of supported housing will include various forms of housing provision which will range from:

Based on the current data we have available to us we predict the need for:

11 units of trainer accommodation for low needs/low risk – 2024/25

24 units of medium risk short term supported housing. - 2025/26

36 units of high-risk long term supported housing. - 2025/26

Low  
2024/25

- Trainer accommodation to be provided for residents on the homelessness pathway who are very low/no risk. Support provided in office hours.
- 11 bed unit (Zip Building) which will provide intensive one to one support for single occupancy on a 12 month licence.
- Pre-tenancy training opportunities to develop independent living skills.

Medium  
2025/26

- Shared house or self contained units to provide longer term accommodation for individuals who have some substance use and are working with substance use teams to manage and begin process of withdrawal.
- Licences to be flexible dependant on need of resident.
- Policies to be created to ensure for assessment of risks around substance use

High  
2025/26

- Mixed model of communal living and shared houses for permanent accommodation for high risk, complex need residents.
- Support to be provided 24 hours per day, 7 days per week to ensure on site support is provided.
- Staff to be trained on all levels of risks including, intensive support for substance use, health and safety, domestic abuse and mental-health illness.

#### Trainer accommodation for residents with low needs/low risk

4.12 Help Beyond Housing has begun the provision of trainer accommodation with the acquisition of the Zip building by Leicester City Council. This project will provide an 11-bed housing with support scheme for individuals through the homelessness pathway. The accommodation will provide:

- Placements in the Trainer Accommodation which will be offered for up to 12 months to single occupancy households with a range of support needs, who would benefit from the intensive one to one support that supported housing can provide.
- Pre-tenancy training opportunities to build confidence and develop independent living skills before residents move into their own tenancies.
- Opportunities to gain educational skills and employment training to enable residents to get back into the workforce.
- Joint working with drug and alcohol services, mental health services and Leicestershire Partnership NHS Trust to assist with the provision of services in-house.

This accommodation will be provided as short-term temporary accommodation for homeless people with low or no support needs and low or no risk. The licence agreement for this project will be 12 months and residents will move from this property, into social housing via the housing register.

#### 4.13 Supported Housing for residents with medium need

This model will provide accommodation for individuals identified as have a housing need, but also living with complexed needs including substance use, domestic abuse, and mental health illness. Residents in this model will have been identified as unsuitable for the communal living model due to potential risks which are identified to themselves and/or others due to their chaotic lifestyles. This will also assist Leicester City Council in meeting its duty to other statutory services. The model most suited to this form of supported housing would be a shared house model (HMO) as it will provide support within a smaller group per property whilst helping the individual to develop their independent living skills. It will also provide the flexibility needed to help the individual work towards changing their behaviour and lifestyle. Support will be provided during office hours, with an out of hours duty presence should this be needed, or 24 hours per day, 7 days per week dependent on the individuals in residence at the time. This accommodation will be on a Licence basis, with terms agreed and approved by the Service Manager/Head of Service on a case-by-case basis. This is to allow for the opportunity for longer term licencing if needed.

#### 4.14 High Risk

The highest current demand is for Leicester City Council 24 hour covered supported housing for residents. This accommodation will be assigned on a permanent licence/tenancy based on proof of the resident's inability to cope with independent living. A decision will need to be taken as to whether this will be a mixed model of communal living and shared housing based on several factors including:

- Substance use history – if current then will need to ensure that other residents who may be in treatment do not relapse.
- Domestic abuse cases – there will likely need to be single sexed models to mitigate risks and ensure resident safety is not put at risk.
- Mental Health illness – ensuring that support is provided in line with CMHT to ensure the resident is supported in a safe and well environment.

A Leicester City Council property has been identified as a possible viable option for the provision of high risk supported housing and a feasibility study is attached at Appendix A.

#### 4.15 Additional support opportunities to be provided with supported housing.

Supported housing on its own is an essential need, however there are also other areas in line with supported housing which should be looked at to ensure that residents are encouraged to reintegrate with the community, change their lifestyle habits, and break the cycle of entrenched lifestyles. The following are also to be included with the supported housing package:

- **Additional support from external partners** – Many individuals who are vulnerable adults with multiple disadvantage struggle with maintaining engagement with external services. This includes mental health; GP practices and substance use teams. It is envisaged that this service will work with external services from all the above to provide in-house support for those individuals who are identified as having inconsistent engagement with external services. Those individuals will be supported to try and build trust between themselves and services until they can be encouraged to attend appointments outside of their housing.
- **Educational opportunities** – The service will look to engage with education services such as Leicester Adult Education to enable residents to take educational courses should they wish to gain skills and to assist with reintegration into the community. This will also include pre-tenancy training which will assist in the development of independent living skills.
- **Employment** – Help Beyond Housing will work with residents living in supported housing to encourage them back to work, should they wish, by working with businesses and educational training in the local authority to put plans in place for employment opportunities and training. This will in turn support the residents to be able to move into independent living and to provide support to other residents through lived experience.
- **Lived experience support network** – it is envisaged that a project is up and running and residents have been successful in their accommodation a network can be built with former residents who have been through the process and can provide a mentor service to other supported housing residents.

The following options have been considered, but it is recommended that we pursue option 2 and option 3:

**Option 1 – Do nothing.** This is not an option as there are implications relating to the current levels and future levels of failed tenancies with housing management and cases coming via the homelessness pathway. Tenants who have multiple/complex support needs will continue to struggle to maintain their tenancies which will have an impact on rent arrears and abandoned tenancies. These additional issues will impact on housing related floating support being provided adequately, support from a range of other services and sectors and outreach/rough sleepers teams as well as an increase in anti-social behaviour and churn on estates.

**Option 2 –** The City Council to identify buildings to be repurposed and/or purchased for the use of supported housing. This will assist in the delivery of a much-needed resource to enable residents who are currently struggling to sustain tenancies due to complex needs including substance misuse to access housing with support. This level of supported housing will vary from low/medium/high risk with the potential for a supported housing project that will be based on a permanent residency basis. Affordability will be considered, and schemes will aim to reduce overall budget pressures for services, by supporting people into more appropriate settled accommodation. A feasibility study is set out in Appendix A for Welford Road, which is currently a block of general needs housing. This project will need full costings and implications if we can agree to progress this.

**Option 3 –** The City Council to look at commissioning leased-based options of supported housing. This will mean entering into a long-term lease agreement to deliver the housing and support rather than acquiring new stock or using own housing stock. There is also the option to develop referral pathways for LCC tenants into provision already established in the city.

## **5. Financial, legal, equalities, climate emergency and other implications**

### **5.1 Financial implications**

Option 2 is proposing to facilitate tenants who are currently struggling to remain in current tenancies due to mental health and substance issues. Without intervention in such cases, tenants may be reduced to staying within temporary accommodation which already has a large budget deficit even after a £10m budget increase for 2024/25.

For any option that is pursued, a financial review will need to be undertaken to ensure that it is affordable and sustainable and won't add further cost pressures to an already stretched area.

Consideration will also need to be given to the cost of the additional resource required for assisting tenants at each risk level. No calculations have been provided to support how much each support package costs for each risk criteria.

Any work that can be done to reduce the deficit within temporary accommodation and homelessness is a positive one, however more financial insight would be required to provide further comment and to be comfortable with any of the outlined options to be agreed.

## 5.2 Legal implications

6.2.1 As the appendix to this report acknowledges, there may be difficulty in securing vacant possession of 100 Welford Road if those tenants who occupy on secure tenancies are unwilling to move voluntarily.

6.2.2 The Homecome tenants will be in occupation by way of assured shorthold tenancies, and these can be determined by appropriate notices under S21 of the Housing Act 1988.

6.2.3 If the two secure tenants are unwilling to leave, the only potential ground for seeking possession would be ground 10 in Schedule 2 to the Housing Act 1985:

*The landlord intends, within a reasonable time of obtaining possession of the dwelling-house—*

*(a) to demolish or reconstruct the building or part of the building comprising the dwelling-house, or*

*(b) to carry out work on that building or on land let together with, and thus treated as part of, the dwelling-house, and cannot reasonably do so without obtaining possession of the dwelling-house.*

To satisfy this ground the council would have to demonstrate that the work required to the flats occupied by the secure tenants would be subject to a level of reconstruction such that it could not be undertaken without possession being recovered and that the flats, once reconstructed, would not be suitable for the tenants to return to.

The making of a possession order on this ground is also subject to the court finding it reasonable to do so.

Jeremy Rainbow – Principal Lawyer (Litigation)

## 5.3 Equalities implications

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't. Due regard to the Public Sector Equality Duty should be paid before and at the time a decision is taken, in such a way that it can influence the final decision.

The PSED cannot be delegated and therefore, the responsibility remains with the authority to put into place mechanisms by which these statutory duties can be stipulated as a requirement and monitored.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The report is seeking agreement for option 2 which is to identify buildings to be repurposed and/or purchased for the use of supported housing. If agreed this should lead to positive outcomes for people from across a range of protected characteristics who would need supported housing in the city, such as those with mental health illness, substance use. The availability of three types of supported housing along with additional support as mentioned in the report will help individuals to manage tenancies and gain relevant skills to live independently in the community. Option 2 will help us to achieve the aims of the PSED.

Sukhi Biring, Equalities Officer  
27 August 2024

#### 5.4 Climate Emergency implications

Housing is one of the largest sources of carbon emissions in Leicester, responsible for 33% of emissions. Following the city council's declaration of a Climate Emergency and its aim to achieve net zero carbon emissions, addressing the emissions from housing is vital to the council's efforts to reduce carbon emissions. This is particularly important within the council's own housing stock, including new purchases and the refurbishment of existing buildings, where it has the greatest level of control.

Opportunities to ensure that any refurbishments or acquisitions will provide energy efficient low carbon housing should be investigated and taken forward as new projects are proposed and developed. Potential measures could include improved insulation, the use of low energy lighting and appliances and the installation of low carbon heating and renewables. As well as reducing carbon emissions, achieving a high level of energy efficiency could provide further benefits including reduced energy bills, increased value of the building and improvements to the level of comfort for occupants.

Aidan Davis, Sustainability Officer, Ext 37 2284

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5.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

**6. Background information and other papers:**

**7. Summary of appendices:**

**8. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?**

**9. Is this a "key decision"? If so, why?**

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<sup>i</sup> [Statutory homelessness in England: January to March 2024 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/statutory-homelessness-in-england-january-to-march-2024)

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## **Appendix A**

# **100 Welford Road - Report on feasibility of the potential for change of use to Supported Housing**

Date of report: 30 October 2024

Lead officer: Angelita Dyer – Service Manager (Housing  
Support Services)

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## **Useful information**

- Ward(s) affected: Castle
- Report author: Angelita Dyer
- Author contact details: 375152
- Report version number: V1

## **1. Summary**

- 1.1 This report concerns the potential change of use of 100 Welford Road, Leicester, LE2 7AB from HRA property to Supported Housing for Leicester City Council.

## **2. Recommended actions/decision**

- 2.1 To consider the findings of this report and to further investigate the viability of changing the use of 100 Welford Road to supported housing accommodation.

## **3. Background**

- 3.1 100 Welford Road is within a conservation area. The building currently contains 5 flats and 6 bedsits. The freehold interest is owned by Leicester City Council, with access to the main road. The property fronts onto Welford Road and there is access to the rear courtyard which is currently open access and is being used as unofficial parking areas for the local shopkeepers.
- 3.2 The tenure of the currently residents are 2 residents with secure tenancies and 9 residents on Homecome tenancies.
- 3.3 The proposed plan for 100 Welford Road is to create a supported housing unit for 9 single residents, each with their own self-contained flat. This property will be for residents who would be categorised as having the highest need for supported housing due to variety of complex issues. The accommodation would be on a temporary to permanent basis dependant on their need. Support would be provided on a 7 day per week, 24-hour basis with the support workers being based on site. This would mean that 2 of the flats (flats 1 and 2 on the ground floor) would need to be retained for office use.
- 3.4 The alternative option would be for the property to be used for low to medium risk residents who may require housing with an element of support. This would be from Monday to Friday during office hours with support workers based on site.

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## 4. Detailed report

- 4.1 This report asks for consideration to be given to whether supported housing provision is suitable for 100 Welford Road. The property has the potential to house 9 service users who would need support with various complex care needs and would not be suitable for general needs social housing or private sector housing. This would include individuals with the following combination of some or all the needs listed below:
- Support for people with substance misuse or a history of substance misuse.
  - Support for people who are alcohol dependent
  - Support for people at risk of offending.
  - Support for people with ill mental health
  - Support for people with a history of domestic abuse
- 4.2 The current layout of 100 Welford Road incorporates 11 flats. We would look to reduce this to 9 flats with flats 1 and 2 on the ground floor to be turned into office space and a respite/treatment room for other external agency appointments.
- 4.3 The proposal is for there to be staff on site 24 hours per day, 7 days per week. This is due to the complexities around providing support for those who are the most high-risk people, and to ensure that anti-social behaviour and substance misuse issues can be monitored for the safety of the individuals within the accommodation and also to ensure that outside influences do not pose a risk to vulnerable residents.

### Potential Issues

- 4.4 There are several factors which would need to be looked at in relation to changing the use of 100 Welford Road into supported housing. Some of these considerations are as follows:
- 4.4.1 **Moving current tenants** – The current tenants of the property are on two different tenancies. Two of the flats are on secure tenancies and the nine other residents are on HomeCome tenancies. A discussion will need to be carried out with Legal Services to look at how the tenancies can be ended and managed moves be carried out with minimal disruption to the residents. The two flats which are on secured tenancies will be liable for home loss payments. The current rates for these are approximately £6,700 per property.
- 4.4.2 **Location** – 100 Welford Road has a history of anti-social behaviour with a particular issue relating to drugs. There will need to be some work in place to ensure that the building and external access is secure. The access road which runs next to the property allows for blind spots in which anti-social behaviour and drug use/dealing could occur. This could potential be managed by installing barriers to the access and the installation of CCTV cameras and extra external lighting which would allow 24-hour monitoring.

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**4.4.3 Building issues** – Although 100 Welford Road is not a listed building it is within a conservation area. This would mean that any external works deemed necessary, including installing of CCTV would need an application for Listed Buildings Consent. Further consultations would need to be conducted with the Planning Department to ensure that any alterations and works are included. There is currently no up to date fire risk assessment and at the date of this report access could not be gained to inspect each flat within the building. Plans will need to be drawn up to enable further investigations into the viability of each flat and the potential conversion of 1 flat into office spaces. We would also need to factor in any planning applications to develop the nearby plot and the use of any future development, which if approved will be in very close proximity to 100 Welford Road.

**4.4.4 Impact to local community** – there is the potential for complaints from residents/businesses if the project is not managed sufficiently. This could potentially have a reputational impact on Leicester City Council. There is also a risk of increased anti-social behaviour and drug activity. The project would have to work closely with CRASBU and Leicester Police to ensure that information sharing is in place and any risks can be managed in a timely manner to ensure proactive work is being carried out to stop potential issues.

**4.4.5 Cost implications** – Works will need to be carried out to ensure that the property is fit for its purpose. These costs could include, but not be limited to:

- CCTV installation internally and externally
- Lighting installation externally
- Provision of broadband throughout building
- Safety measures to include installation of gated access to rear of 100 Welford Road
- Ensuring that all fire safety regulations are up to date including fire doors, signage, and fire prevention measures
- Internal works required to create office spaces to flats 1 and 2.
- Installation of intercom system

## **5. Options**

5.1 There are three potential options for the use of 100 Welford Road to consider, option 3 is recommended. This is where we have greatest level of need and the building is already comprised of self-contained units:

### Option 1 – No supported housing

100 Welford Road to remain as general needs housing.

### Option 2 – Low/medium risk supported housing.

Provision of supported housing for residents who are substance free (post detox) who need support within a structured supported environment. This provision would need to ensure that a detailed drug/alcohol policy is in place Consideration would also need to be made for potential relapses and therefore flexibility would need to be taken into consideration around sanctions for breach of licence/tenancy. The potential issues raised at point 4 above would need to take into consideration. This option would

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require 24-hour support in place 7 days a week. This would mean having a minimum of 4 staff members per day.

Option 3 – High Risk

Option 3 is the option which is currently needed. This will need to have a detailed drug/alcohol policy in place with knowledge that residents will more than likely be currently using substances. We will need to work closely with CRASBU, Police, and Probation to ensure that any risks are kept to a minimum. Support would need to be in place 24-hours a day, 7 days a week and monitoring of residents will need to be stringent to ensure that risks to the local community are minimised.